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ABSTRACT

The curriculum material the Nanaimo District Senior High School curriculum development project is designing is based on the City of Nanaimo and its environs. The problem selected for their substantive research is the socio-political process in a growing city including the role and impact of: 1) civil service, elected officials, voters, and interest groups on the local government; and, 2) the relationship between the external political system and the citizen needs and wants in the core city. The many community resources and research reports to be used by the staff in the two parts of their research are enumerated here, and three questionnaries developed to survey student and citizen interest and knowledge of municipal government, and group influence on local government are also included. The overall objective of this research is to design a simulation game. It would be composed of a basic package which would describe the demographic characteristics of an hypothetical city with several surrounding suburban development. Students would role play the part of individuals with identified residence, sex, age, occupation, home owning status, and net annual income. The second part of the game would consist of a series of problems and problem solving activities. The game would be followed by discussion and analysis of general concepts dealt with and/or student research in the community. A progress report is appended. (Author/SBE)

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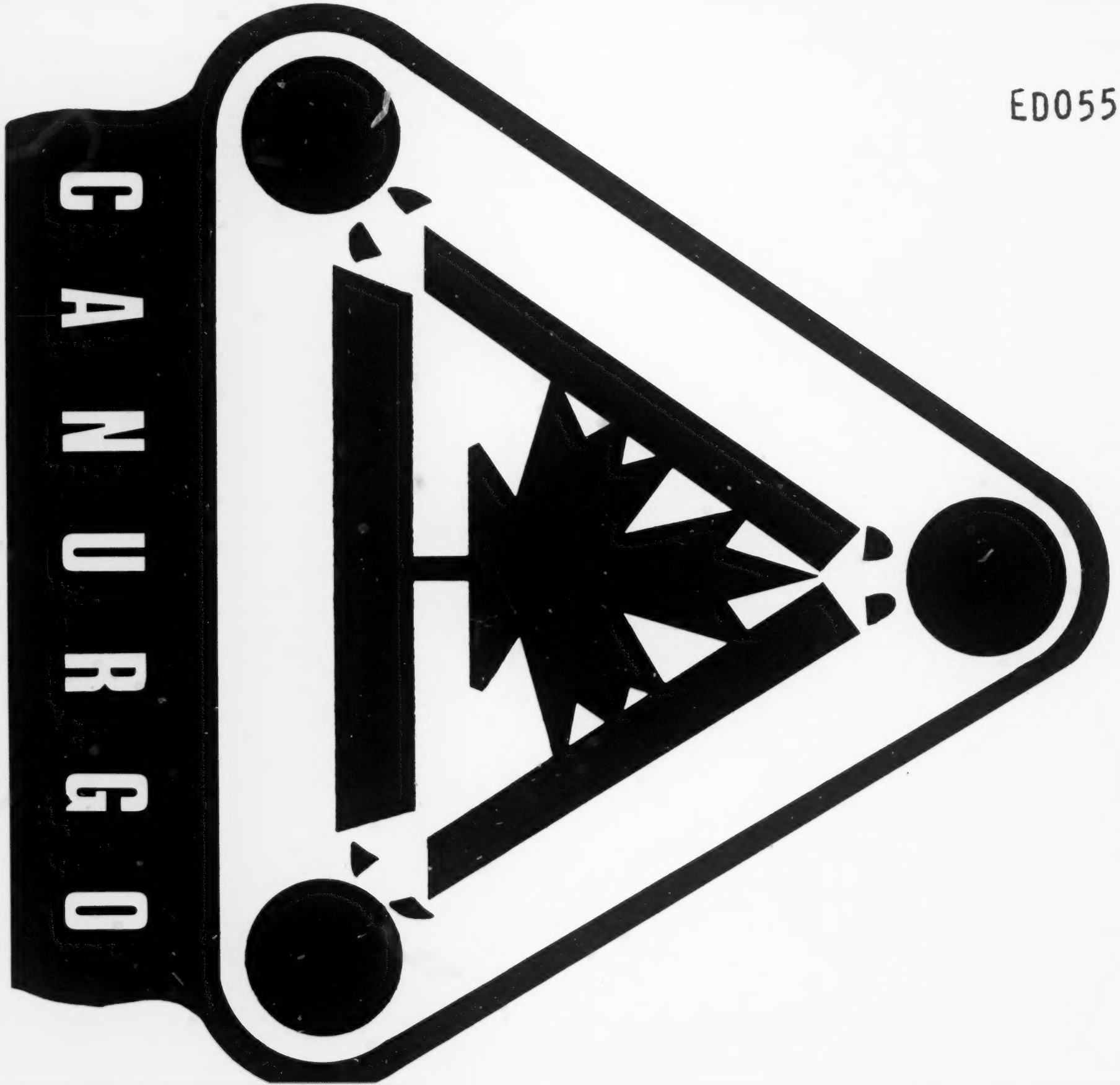


CANURGO

(Canadian Urban Government)

CANURGO is the name chosen for our Nanaimo project. It is a team composed of four members of the Nanaimo District Senior Secondary School. It is a school of some 1500 students who proceed from the four Junior Secondary Schools in the Nanaimo District. This school is operating on the semester system and we have 24 classes of Social Studies 11 students to draw upon for our research material. As these students come from all the surrounding areas in Nanaimo we have an excellent chance to thoroughly sample a cross section of the city.

The curriculum material we are designing is based on the City of Nanaimo and its environs. The bases of our study are the socio-political problems encountered in a growing urban area. Because of its rapid growth many problems associated with urban development are evident and make an excellent field for study and preparation of a curriculum which can be readily adapted for use in practically any developing city anywhere in Canada. Our studies so far lead us to believe that we can find in this area problems which are similar to those in most growing cities.

CURRICULUM VITAE

A. E. Akenhead

Graduate Victoria Normal School - 1933 -

Teacher - Ladysmith Elementary School - 1953-57
Left School Teaching working with Comox Logging and Railway Co. 1936 - 1938.

1938 - 1939 - Worked with Aero Space-subsidary of Comox Logging & Railway Co. Taking our Airplane Space. Queen Charlotte Islands.

1939 - 1945 - Served Overseas with Canadian Army in Italy, Holland and Germany - Retired with rank of Major.

1946-47 - Inspector Labour Department B. C. Provincial Government

1948-50 - Teacher. Parksville Elementary
1951 - Teacher. Nanaimo District School Board - Elementary
1952 - Teacher. Nanaimo District Secondary School.
1960 - Bachelor of Education. University of British Columbia.
1963-71 - Head Department of Social Studies. Nanaimo District Secondary School.

Lloyd James Bailey

1. Graduate, Victoria College (1963).

2. Bachelor of Arts, University of Victoria (1965).

3. Certificate of Merit, Canadian Association of Geographers (1965).

4. Postbaccalaureate Studies, University of Victoria (1965 - 1967).

5. Professional Teaching Certificate, University of Victoria (1968).

6. Teacher, Social Studies, Nanaimo District Secondary School (1968 - 1971).

7. Postbaccalaureate Studies, University of Victoria (Part-time 1970, 1971).

EDUCATIONAL VITAE

Willis John Rudd

Date and Place of Birth - March 4, 1934, Barwick, Ontario.

Education - Elementary and Secondary - Emo and Fort Frances Ontario.
University of Western Ontario (Waterloo College)
B. A. 1958 - major in Geography
Teacher training - Ontario College of Education
Ontario High School Teacher's Certificate
Geography Specialist
Post Graduate work - five additional courses in Geography -
University of Western Ontario

Teaching Experience -

Nine years in Ontario high schools including three years as Head of the Geography Department, Fort William Collegiate Institute, Fort William, Ontario. Four years at Nanaimo District Secondary School.

R. E. Little

Graduate Victoria Normal School	1949
Teacher Northfield Elementary School	1949-50
Teacher Brechin Elementary School	1950-54
Elementary Advanced Certificate	1953
University of British Columbia, Vancouver	
Bachelor of Arts Degree	1956
Bachelor of Education Degree	1957
Professional Advanced Teaching Certificate	1958
Teaching Britannia Junior-Senior Secondary School, Vancouver	1957-58
Teaching Hollaway Comprehensive School London, England and travelling in Western Europe	1959-60
Teaching at Lord Byng Junior Senior Secondary School, Vancouver	1960-61
Teaching at Nanaimo Senior Secondary	1961-71

CONSULTANTS TO THE PROJECT

Mr. Don South. BA, MT PIC,
Chief Planning Officer
British Columbia Department of Municipal Affairs

Mr. South has been used as a consultant especially in the portion of the study dealing with external influences. He has provided data, suggested sources for information and has helped interpret portions of the Municipal Act. Mr. South has also questioned some of our terminology and as a result we have made modifications.

We have planned a session in which all team members and a group of students will meet Mr. South to discuss the role and influence of the Department of Municipal Affairs in urban government.

Mr. South has assured us of the support of the Minister of Municipal Affairs in our attempt to educate the citizens of the future.

Consultants.

Dr. Gary F. Goulson of the Faculty of Education at the University of Victoria has offered the Canurgo Project professional advice in the area of instructional techniques. As an Associate Professor in Curriculum and Instruction at the university his professional counsel will no doubt prove to be of immense assistance in the months ahead. The simulation game concept received encouragement from Professor Goulson, and that is the instructional route Canurgo is now pursueing.

Mr. Dave N. Wilson,
Secretary-treasurer of the Regional District of Nanaimo.

Mr. Wilson has provided considerable background information on the formation and functioning of regional districts in B. C. He has also provided a great deal of detailed information to us regarding the Regional District of Nanaimo. We have been provided with a variety of ways and a class set of Greater Nanaimo, A Study in Local Government, a study produced by the Regional District of Nanaimo in 1970 just before a referendum on amalgamation was held.

We have been most fortunate in having, in an advisory capacity, Dr. Paul Tennant, a member of the Political Science Department of the University of British Columbia. Dr. Tennant's field has been in urban politics and has been of invaluable help to us. We have been over to the University of British Columbia to interview him and he has already spent one afternoon with us in Nanaimo at a round-table conference where we were able to discuss our plans for a massive interview program for the coming year. He has reviewed our types of questions and has been helpful in discussions about the best methods of carrying out our enquiry. He has promised to advise us on further studies that we could make as a result of our preliminary survey.

The problem selected for our curriculum study is the socio-political process in a growing city. This will entail a very thorough research into the role and impact of (1) the Civil Service; (2) elected officials; (3) voters; (4) interest groups; and (5) outside environs in a city. We hope to discover the effect of the Civil Service in its ability to act as a screening authority and also to what extent it acts as a power authority. Also what effect do the interest groups have on local government? Are there power structures within those interest groups? If so, how do they exert this power?

What effect do the outside governments have on the city? This, of course necessitates a careful examination of the Municipal Act and the limitation this puts on the city government.

What type of people run for Civic office? What moti ates them to run? Do they decide to run of their own volition or are they susceptible to power influences? Is there a group of interested people who seemingly encourage people to run for political office? Do they join up with these interested groups before or after they run for office?

How does the individual citizen demonstrate his interest in civic affairs? By joining groups? Working by himself to interest others to join him, thus forming a power group? By being a self-seeking publicity type who loves to appear important by being prominent in public affairs? Or are they merchants, etc., who figure it is good for business to keep their name before the public?

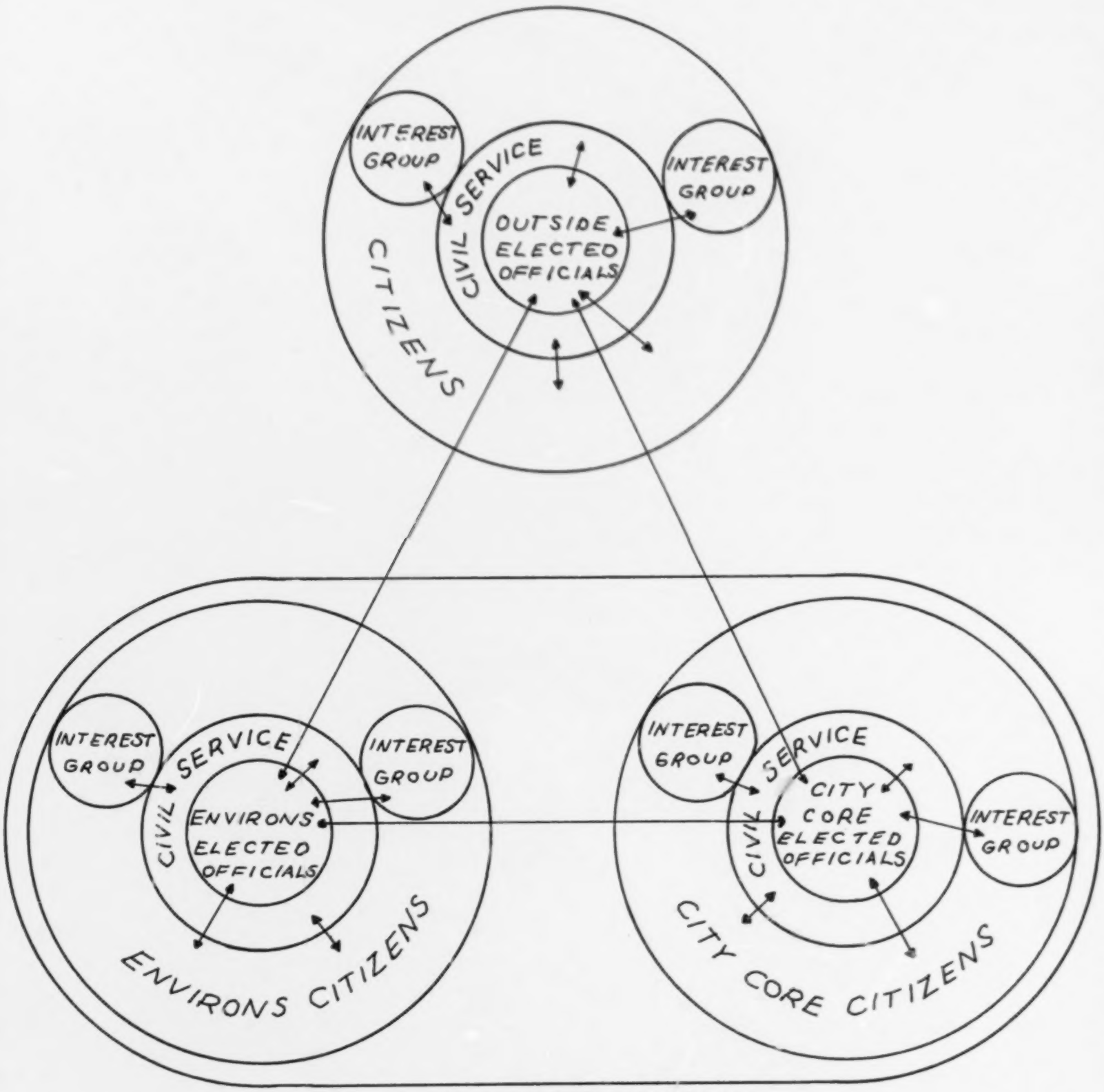
Do outside political groups have any apparent pressure effect on civic officials? All these questions we hope to answer in our research endeavors.

We are planning on the material being developed for the High School level, i.e., for Grades ten and eleven and it is anticipated that the material

will cover one month of school time. However, we also are planning on the material being so versatile that it could be adapted to a shorter or longer time element depending on the teacher who will be using the material. The scope of our research is such that we intend to produce enough material for any teacher to be selective in using what material he or she feels could be adaptable to their class.

CANURGO

A MODEL DEMONSTRATING RELATIONSHIPS AFFECTING POLITICAL ACTION IN A RAPIDLY EXPANDING URBAN AREA.



NEW URBAN AREA

CANURGO RATIONALE STATEMENT

The Canurgo Project has made two assumptions; one, that a realistic study of politics so essential to the proper functioning of a democracy can best be presented in the curriculum of the secondary school, as opposed to other sources, and two that, at present, the level of political instruction in our schools is both unrealistic and uninspiring. Our first assumption is widely held and fairly indisputable, for, to quote Egerton Ryerson (Report on system of instruction for Upper Canada, 1847),

> By, education, I mean not the mere acquisition of certain arts, or of certain branches of knowledge, but that instruction and discipline which qualify and dispose the subjects of it for their appropriate duties and appointments in life, as persons in business, and also as members of the civil community in which they live.

Our second argument finds support in A. B. Hodgetts (What Culture? What Heritage?, page 30),

> The most serious deficiency in our civics courses, however, is the almost complete lack of any realism. We did not see a single class discussing the psychological or sociological reasons for voting; the influence of personal frustrations, age, sex, family, peer groups, religion, class and other determinants of voting patterns were not even mentioned. The influence of the mass media, the role of political parties, the effects of lobbying and pressure groups, the decision-making processes, the importance of bureaucracy, power elites and other factors that bring politics to life also received very inadequate attention. . . . The picture of politics given to our students does not correspond to the realities of life which many of them have begun to observe well before leaving school.

Our second argument can also be substantiated by the current state of political democracy, as J. Porter (The Vertical Mosiac, p. 27) testifies;

> "...Widespread apathy, withdrawal and the absence of participation in the making of decisions are the great failure of the 20th century democracy."

K. G. Crawford (Urban Growth and Boundary Adjustments, pg. 27) carries this thesis one step further when he states that;

> "...excellence of government in the local sphere is largely a reflection of the moral standards of the people of the country . . . . the fault is not in the machinery, but in the MOTIVE POWER."

The Canurgo Project has made a third judgement, exemplified not only in the motto of the capital city of British Columbia, Victoria, "Semper Liber", but more universally in the course of human history since the Rise of the Towns during the Middle Ages, and that is, that the cause of democracy has been advanced by the urban phenomenon, and that the city, as such, constitutes not only the most local and familiar example of politics and government in action, but also, by virture of its foundational position in the federal structure of government in Canada, acts as the

very Cradle of Democracy. It is for these reasons that the Canurgo Project will introduce high school students to the democratic process at the municipal government level.

CANURGO - PROJECT CANADA WEST

Relations Between Environs (i.e. External Influences) and the Core City

INTRODUCTION

We would like to stress that while we are examining and talking about the Nanaimo area, our objective is to set up a model, or plan of attack, which teachers and students in other areas can adapt and apply to their own area. Throughout the study the approach will be to examine what is familiar and relevant to the student in his own area and then proceed to generalization.

This portion of the study focuses on the situation typical of many rapidly expanding urban areas where development has sprawled beyond the original boundaries of the city. For example, the 1967 population of the Nanaimo area was 29,480 with 15,500 in the City of Nanaimo. It is predicted that by 1985 the population of the area will reach 65,000, with just over 20,000 in the City of Nanaimo. By the year 2000 the population of the area is expected to reach 90,000 to 100,000 with about 25,000 inside the present boundaries of the City of Nanaimo, according to the Regional District of Nanaimo, Greater Nanaimo. A Study in Local Government, 1970, (page 19 and Figure 1.) Thus, if present boundaries persist, by the year 2000 we may be in a situation where only 25% of the urban population live within the city boundary.

The whole new urban area is, in real life, one urban unit with many problems affecting the total unit. There is, however, no corresponding unit of local government to deal with these problems. These problems are pointed out by William A. Robson in an article "Metropolitan Government: Problems and Solutions." Canadian Public Administration 9 (Mar. 1966 pages 45-94.) D. C. Rowat, in his book The Canadian Municipal System - Essays on the Improvement of Local Government, Toronto, McClelland and Stewart, (page 80) again emphasizes that the whole urban area is "a social and economic unit which has many problems of area-wide concern but no corresponding unit of local government to solve them."

This portion of the study has been broken down into three phases:

Phase 1--an examination of the political systems of the area outside the city proper as it functions today. This will have to include a study of external elected officials such as various departments of the Provincial and even the Federal Government.

Phase 2--an evaluation of the present system to see if it is operating efficiently and meeting the needs of the citizens.

Phase 3--if the evaluation points out weaknesses or failures of the present system to meet the needs and wants of the citizens, then we would examine modifications or changes which might improve the situation. This would involve an examination of what other cities or areas have tried under similar circumstances. The final step of Phase 3 would be an evaluation of

the alternate proposals for change and then making a decision as to which proposal would best meet the needs of our area.

A More Detailed Explanation of Phase 1

First Problem

What are the outer limits of the new urban area?

After a preliminary general discussion on this topic we will go to D. C. Rowat's criteria for the boundary of an urban area in his book The Canadian Municipal System--Essays on the Improvement of Local Government, pg. 91-92

1. a large proportion of its residents must be employed in the City or the Town.

2. its most important communication lines must connect it with the City.

3. it must be part of a contiguous territory whose population is not less than 100 persons per square mile (generally accepted low limit for a metropolitan area.)

4. it must be culturally connected with the City.

5. existing or local boundaries should be followed wherever possible (this helps to take into account historic and cultural features and also aids in statistical work.)

A series of maps (wall maps with overlays and/or transparencies with overlays) will be gathered, or if need be produced, and analysed on the basis of the above stated criteria to determine the boundary of present urban area of Nanaimo. A list of these maps and their source is given below:

1. City of Nanaimo - Greater Nanaimo--A Study in Local Government
2. Indian Reserves - " " " " " " "
3. Improvement Districts " " " " " "
4. Land Under Control of Harbour Commission - Harbour Commission
5. School District 68 - School Board Office
6. Greater Nanaimo Water District - 1968 Water Report, Greater Nanaimo Water District
7. Regional District of Nanaimo - Regional District Office
8. Proposed Boundary, 1970, Amalgamation Referendum - Greater Nanaimo--A Study in Local Government
9. Population Distribution--Dot Map - Greater Nanaimo--A Study in Local Government

At this stage it would appear that the boundary selected would be that of the Amalgamation study or a slightly modified version of it.

Having established the boundary, we would then proceed to develop a chart of the elected bodies and civil service in the environs.

Listed below are units or agencies which fall at least partially within the urban area but outside the City of Nanaimo. Also listed in brackets is the source of the actual names of the elected bodies and/or civil service.

1.	Departure Bay Waterworks and Fire Protection District	(Inspector of Municipalities)
2.	Harewood Improvement District	" " "
3.	Mountain Fire Protection District	" " "
4.	Northfield Fire Protection District	" " "
5.	North Wellington Waterworks District	" " "
6.	North Wellington Fire Protection District	" " "
7.	Petroglyph Waterworks District	" " "
8.	Greater Nanaimo Water District	(Water District Office)
9.	Greater Nanaimo Sewer and Drainage District	" " "
10.	School District 68	(School Board Office)
11.	Recreation Commissions, School District 68	(Regional District of Nanaimo Office)
12.	Vancouver Island Regional Library	
13.	Central Vancouver Island Health Unit	
14.	Regional District of Nanaimo	(Regional District Office)
15.	Nanaimo Harbour Commission	(Harbour Commission Office)
16.	Indian Reserve No. 1	(Dept. of Indian Affairs)

Step three will involve a study to assess the legal and actual powers of the elected officials and civil service within these units and agencies. At this stage it will be necessary to look for elected officials beyond the local area. For example, the Regional District falls under the authority of the Department of Municipal Affairs (as does the City of Nanaimo)whereas the Improvement Districts are under the authority of the Department of Lands, Forests, and Water Resources--Water Rights Branch. The School District comes under the authority of the Department of Education. The Department of Highways has authority over any changes in arterial roads and certain controls over subdivisions in unorganized territory. Federal authority or power may influence the situation if the Indian Reserve or the Harbour area is involved.

In assessing the legal powers of these authorities the following documents or information sources will be used:

1.	Province of British Columbia,	Municipal Act
2.	" " " " ,	Water Act
3.	" " " " ,	Health Act, Chapter 170, 1967.
4.	" " " " ,	Local Services Act, Chapter 224, 1962
5.	" " " " ,	Bill 26, (Regional Hospital Districts Financing Authority Act, 1967).
6.	" " " " ,	Municipal Statistics, 1969
7.	" " " " ,	Statistics Relating to Regional and Municipal Governments in British Columbia, 1969.

8. Province of British Columbia, Department of Municipal Affairs Report, 1969.

A More Detailed Explanation of Phase 2 (Evaluation of the Present System)

In our original research we will cover a wide range of functions without attempting to delve too deeply into any one. When the study is implemented at the student level we will probably select only a narrow range of what seems to be the most significant functions (for our city at this particular period of time) and go to greater depth.

"Greater Nanaimo - A Study in Local Government" by Regional District of Nanaimo has quite a detailed break down of these services. For our purposes however, a more generalized outline is more appropriate, therefore we have adopted the classification used by the Beckett Committee (Ontario study of local government reform) in their case for reorganization in the Niagara Region. See Ferris, Moir, Onn, Readings in Canadian Civics (page 174)

1. Parks and Recreation
2. Water resources and pollution (including sewage systems)
3. Transportation
4. Planning (including zoning)
5. Police, Administration of Justice and Fire Protection
6. Public Health and Welfare
7. Miscellaneous Services
8. Elementary and Secondary Schools (or Education)
9. Assessment and Finance

Each of the above functions will be examined using information gathered from: (1) reference sources such as Greater Nanaimo - A Study in Local Government, 1968 Water Report, Greater Nanaimo Water District, Statistics Relating to Regional and Municipal Governments in British Columbia, 1969.
(2) Interviews with experts in specific fields.
(3) Direct field work (on a limited scale.)

Phase 2 will end with an over all evaluation of how well the present system is meeting the needs and desires of the citizens.

A More Detailed Explanation of Phase 3

Assuming that the evaluation does point out weaknesses or failures in the present system we will then examine reasonable modifications or changes which might improve the situation. Again in our original research we will try to look at a wide range of alternatives and analyse the possible consequences of each. When the study is implemented at the student level, however, we will probably narrow the range of alternatives fairly quickly. This will permit more of an in depth study of what appears to be the more

reasonable alternatives.

At this stage the seven alternatives would appear to be:

Option (1) Let things remain as they are with perhaps minor alterations to improve efficiency.

Option (2) Let the political framework remain as it is but create new special function agencies or boards or widen the powers of existing agencies - e.g. Greater Nanaimo Water District, Greater Nanaimo Sewer and Drainage District, etc. For advantages and disadvantages to this proposal see W. A. Robson., "Metropolitan Government, Problems and Solutions," Canadian Public Administration 9, (Mar. 1966, p. 49)

Robson contends that the major advantage is that these "ad hoc" bodies do not arouse political opposition. However they are not politically responsible to anyone in the ordinary sense of the term and they weaken the whole framework of local government by detracting from its responsibilities.

D. C. Rowat, in his book The Canadian Municipal System (pg. 76) contends that this system of special purpose bodies is only a partial and highly unsatisfactory solution.

Option (3) Let the core city proceed with annexation or amalgamation in an attempt to bring the urban area under the control of one government.

Several case histories of this will be followed - e.g. Ottawa, Edmonton

For readings on this see Ferris, Moir, and Onn, Readings in Canadian Civics (pg. 172), W. W. Crouch, "Metropolitan Government in Toronto", Public Administration Review, XIV Spring, 1954 (pg. 85) and D. C. Rowat, The Canadian Municipal System (pg. 76) The views expressed could be summed up by saying that annexation is slow, costly and has generally failed in the twentieth Century.

The Hon. Dan Campbell, Minister of Municipal Affairs in British Columbia, in a booklet The Changing Face of Local Government, 1967, (pg. 3) does point out an exception to this where a good case can be made for amalgamation if what is in essence, one community is divided into separate jurisdictions.

At this stage we will examine the results of a school survey taken by W. J. Rudd which examines the reasons for the defeat of the amalgamation referendum in Nanaimo, June 6, 1970. See Appendix A.

Option (4) A fourth alternative would be to increase the powers of the Improvement Districts (non-incorporated yet urban or becoming urban areas surrounding the core city). This could be done by issuing new "letters patent" increasing their specialized

functions or by incorporating the area surrounding the urban core as one separate municipality or as a number of separate municipalities.

While this would seem to have the advantage of increasing local autonomy, it "obviously leads to a multiciplicty of districts with much repetition of administrative costs and an unco-ordinated approach to regional needs" as pointed out by the Honorable Dan Campbell, Minister of Municipal Affairs in British Columbia, in The Changing Face of Local Government, 1967.

Option (5) Maintain the present system, or perhaps even phase out some of the powers of the Improvement Districts, but increase the powers of the Regional District (or create a regional district if it is non-existent.)

The advantages of this alternative would appear to be increased efficiency and a reduction in administrative costs. The change need not be abrupt, but can proceed on a gradual basis, thus reducing the risk of public opposition and easing the change-over by spreading it over a period of time. One disadvantage might be the loss of some local authority to gain certain advantages. However, with the above method there is a danger that the citizens will be abdicating local authority without realizing what is happening.

British Columbia seems to be, at least partially, following the above alternative. To support this view, the following quotation is taken from Statistics Relating to Regional and Municipal Governments in British Columbia, Department of Municipal Affairs, Province of British Columbia, Canada, May 1969, (page 7):

> In course of time the regional districts should gradually take over from the single purpose districts and the improvement districts.

Let us look at a specific example to illustrate. In 1955, the Government of British Columbia divided the province into 28 Regional Districts. In 1965 the only power that the Regional District Boards had was to finance regional hospitals. Their authority and powers are set out under the British Columbia Municipal Act. Generally, they have such powers as the Board of Directors wish to assume and the municipalities wish to relinquish to them. They do have the powers of imposing taxation on the region or any part of it.

By December 31, 1969, the Regional District of Nanaimo had been given authority over:

(1) regional planning
(2) community planning
(3) building regulations
(4) contract services
(5) local workers and services

(See Department of Municipal Affairs Report for the year ending December 31, 1969, Province of British Columbia (page 36).)

There was one set back in 1969 when a referendum, which would have brought regional recreation under the Board's control, was defeated.

In 1970 the Regional District took on two additional powers:

(1) transit system (after a successful referendum)
(2) garbage disposal (without going to a referendum).

A further disadvantage of this gradual move to increased power for the Regional District with no political change might be anticipated by looking at the example of London, England. They had a Greater London Council (i.e. regional government) with 112 or so local authorities of all kinds and varying powers. Since then they have removed or consolidated these to the point where they have 32 Boroughs (i.e. local governments), all with directly elected councils and greater, but uniform power.. See W. A. Robson, "Metropolitan Government: Problems and Solutions." Canadian Public Administration 9, Mar., 1966 (pg. 53,54).

Option (6) A two tier or metropolitan system of government, incorporating several new municipalities at the community level with each community having representatives in the Regional District Board.

This will involve establishing criteria to determine what area is or should be included in the community, and what area should be included in the regional district. D. C. Rowat in his book The Canadian Municipal System (pg. 151-153) has established four criteria which can be applied to either level of government:

(1) The area must encompass people who have a feeling of common interest

(2) It is necessary to consider the ease and efficiency with which one level of government can deal with another. For example, it would be very difficult for a general to command an army directly through 1000 sergeants without using any intermediate ranks. In the same way it may be difficult for a provincial government to directly administer 1000 municipalities without any intermediate level of government.

(3) The area must encompass enough population and wealth to finance and administer efficiently the services expected of it.

(4) Excessive centralization should be avoided.

At the same time as these criteria for the area of the community and the regional government are being considered, it is essential to consider the functions which will be allocated to each.

The following readings are suggested as at least a starting point in trying to allocate the functions either to the community government or the

regional government.

(1) D. C. Rowat, in The Canadian Municipal System (pages 199-200) lists a classification produced in a proposal for regional government in Ontario.

(a) Exclusively regional responsibilities
(b) Shared between region and province
(c) Shared between region and lower-tier governments
(d) Exclusively local

(2) The Bureau of Municipal Research in an article "Regional Government - Key to Genuine Local Autonomy," Civic Affairs, May, 1968, includes a summary of allocation of functions as proposed by three different commissions.

(3) W. W. Crouch in "Metropolitan Government in Toronto," Public Administration Review, XIV Spring, 1954, (especially page 90) indicates the main functions taken over by the Metro Toronto government.

Option (7) A seventh alternative may be some combination of the previous six or some alternative not anticipated in this study to date.

The final step of phase three will be an evaluation of the seemingly most desirable alternatives and making a personal decision as to which is most acceptable. An attempt will be made to anticipate or project the results of putting this alternative into action to see if it will actually produce the desired result.

GROUP INFLUENCE IN LOCAL GOVERNMENT

INTRODUCTION

The group influence study is primarily to assess the effect that citizen groups, e.g. ratepayers may have on the constituted authorities and particularly whether they can sway their opinions to certain policies of the group's interest. It is hoped that we can assess whether any particular groups are particularly dominant in forming opinion for which the authorities are responsible. Thirdly, the study will try to assess why particular individuals run for office, are maintained in office, and are successful in office. What factors influence them at the civic level? Does a candidate need particular group support? How does one aspiring to office obtain this support? How should a politically-minded young person assess the local situation and prepare himself for public office? What groups, if any, should he cultivate? What basic approach should be taken? What particular types of issues should he support?

Phase 1A - What factions or groups are influential in the local government?

Phase 1B - How do groups influence officials to certain actions?

Phase 1C - How does a candidate prepare for civic office? What groups, if any, should he seek to support him?

Accent on what aspirant to office should do.

Crisis decision or answering anticipated problems - created - then permits him to make a change.

Phase 11 - An evaluation of the present system of government to see whether it is meeting the needs of the people. Is the civic office a clearing house for ideas, for action? If not, why? Where is the screening personnel.

Civil Service Power - alternatives presented?
- creating influence groups.

Phase 111 - Evaluate the system. Lead the student to assess the strengths and weaknesses and how best to use them for positive action in the community. To lead the student into suggesting alternatives or improvements in the present system.

Simulation game.

DETAIL

Phase 1A - 1. Questionnaire to office holders
2. Analysis of questionnaire
Sociogram
Statistical answers

1B - Questionnaire to citizens and ratepayers
Are their wants being met?
Why do they think not?
What are they prepared to do to seek redress for their grievances?
What do they feel most operates on their behalf? Why?
- elected personnel
- civic staff
- outside group influence?

Gets action

1C - Civic officials - actions they play in assessing public need. Influence on elected. How directives are processed.

Phase 11 Evaluation

Phase 111 Simulation game - using Nanaimo problem. Groups - Ethnic (Indian, Italian, British Isles)
Social Service
Special interest - commercial
- labor
- religion
Civic Office
Elected
General public voters to be persuaded

PROBLEMS Clam Shell Marina?
Sewer Processing?
Recreation center?
Zoning?

Diset any problem process

This is a student survey carried out just after the defeat of the Amalgamation Referendum in Nanaimo, June 6, 1970.

It may be used in several different ways in our Canada West Project:

1. as a sociological study;
2. as an illustration of the failure of the Regional District (i.e. a power authority) to successfully implement a new policy which they considered reasonable and desirable;
3. perhaps as a comparative study some time in the future, if a proposal for annexation, or amalgamation, or a metropolitan form of government or an increasing role for the Regional District is brought forward.

1. In reaching your present position in the civic government, do you feel that any groups or individuals particularly helped you?

   a.
   b.
   c.

2. Why do you think they chose you?

3. What issues were at stake about which you had fairly strong feelings at the time of seeking office?

4. How did you prepare yourself for this position?

   Previous offices
   Publicity
   Personal training - speech, obtaining style
   Public service
   Financial security
   Time element to office
   Family support

5. Who convinced you or when did you decide you should seek office; what was influential in convincing you to undertake this position?

6. In the time you have held office, what are five things you feel you have accomplished?

   (a) How did you bring these about?

   (b) Have you had groups which have asked you to support their cause? What cause, what group?

7. Who do you feel gave you spport at this time? Helped the idea to succeed?
   Individuals
   Groups

8. Do you feel that in seeking office you needed the support or approval of any particular ----

group

individual

funds

campaign

9. Can you say that belonging to any group has enhanced your public image or usefulness to the office because of contacts or approval of an electorate group?

Group - Religious
Service club
Political party
Union
Women's group
Commercial group

How useful were any one of these?

1. Campaign funds
2. Campaign support
3. Introductions
4. Project help

How often do you attend the above organizations?

10. Do you feel you need any continuing support to stay in office?

yes_____ no _____

Group
Individual

11. Have you ever felt that any groups or individuals have disapproved of your office holding _____
or projects undertaken _____

12. Why do you feel they disapprove of you?

Of your project?

13. Has any group been able to defeat your project?

How did they do this?

14. What project or projects would you most like to see accomplished in the city or district in the near future?

15. Do you feel that any citizen can stall, stop or change what he considers negative action by any group in his community? What tactics should he use?

16. How should a citizen who is observant and conscientious, work either alone or in groups to bring about right action (good) in the community?

17. Is there a public office you would like to attain?

    If not, why not?

18. If you were to run for an office, what is the most pressing problem that would engage your attention if elected?

CIVIL SERVICE

The role of the civil service in municipal government is to be determined by the Canurgo Project through research readings and personal interviews with leading Nanaimo officials.

These are some of the questions to be asked and ellaborated on:

6. Interviews with department heads. Typical questions of interest to the study would be:

a. What is the chief function of your office?

.....

b. Has that function changed over the years? How?

.....

.....

c. Do you feel that knowledge of local conditions is more valuable than strictly outside experience? How?

.....

.....

d. How does the job of a department head differ from that of an elected official concerned with the same department?

.....

.....

e. In your estimation what is the largest single problem facing city governments today?

.....

.....

f. In dealing with the general public what do you find to be the leading area of concern in their requests or transactions?

.....

.....

Our research has made us aware of several problems regarding the civil service, and we include this excellent article from D. C. Rowat, The Canadian Municipal System, Pg. 19-23 in order to illustrate some of them. Needless to say, our project will seek to deal with these issues.

6: Better Civic Personnel

The growing importance of the problem of administrative efficiency at city hall was brought forcefully to our attention in Ottawa recently by malpractices in the handling of waste oil, and by the city's decision to bring in a firm of management consultants to survey the efficiency of civic departments. There is now a realization that our cities may be suffering from growing pains due to their tremendous expansion in recent years. Also, forecasts indicate that many of them will almost double their population in the next twenty years. Since history shows that the number of civic employees grows even faster than the population, the size of civic departments may more than double in the next twenty years. Civic administration is fast becoming very big business, involving thousands of employees.

Can a survey by management consultants solve a city's administrative problems? No doubt it can help. Increase in size requires reorganization of departments and improvements in procedure. For example, recent developments in automation now make possible the mechanization of much office procedure, including even the preparation and issue of tax bills. A management survey can bring about changes such as these. But such changes will not be enough to ensure efficiency in civic administration. If a reorganization is to be successful, it must be put into effect and carried forward by the existing city employees. In other words, civic officials and employees must themselves be efficient.

My theme, then, is the great need for training civic employees. In this respect municipal governments have fallen far behind the higher levels of government. There is a lack of interest in training among the employees themselves and in the city governments. One demonstration of this is that in the past fifteen years only three civic employees have ever taken Carleton University's annual evening course in municipal government; only one has taken the full-time diploma course in public administration. Another illustration is that the same issue of the newspaper which announced Ottawa's management survey, also carried a story of the city's refusal to support the cost of a special course for civic employees.

There are now special correspondence courses for local assessors, clerks, and treasurers, and many evening courses at the high schools and universities which would benefit civic employees. The question is: How can a city government encourage such training? First, by its attitude: a city council should make clear that the path to advancement in the civic service is through self-improvement. Second, it should make sure that all opportunities for training are widely known throughout the departments.

Third, it should be prepared to give time off for courses. Fourth, it should also offer to pay at least half of the fees for beneficial courses taken by its employees. Although such a policy might seem costly, in the end it is bound to pay for itself many times over--through improved employee morale, greater efficiency, and reduction in total staff. Compare the cost and long-term benefits of this policy with the thousands of dollars spent on a single management survey.

A serious problem is that schools and universities offer only generalized training, while most municipalities have neither the financial nor human resources to provide specialized training courses by themselves. To meet this need, the provincial governments should develop plans for training employees in the various fields of municipal activity through the facilities and personnel of provincial departments and the administrative departments of the largest cities in the province. They could also call upon the expertise in local offices of federal departments engaged in activities similar to those of municipal employees. The provinces could assist in this work not only by organizing training programmes but also by paying part of the cost.

Although in-service training programmes and short courses are beneficial, more important are facilities for the full-time training of present and prospective municipal employees, particularly for the senior levels of municipal administration. The provinces should therefore encourage universities to set up programmes for present and prospective municipal officers. In technical fields not covered by university courses, such as fire or police administration, the provinces should set up schools of their own.

In specialized fields where there is a shortage of qualified personnel, the provincial governments might even assume responsibility for choosing and arranging for the training of prospective municipal officers. The provinces would not need to pay the full cost. It could perhaps be split three ways, with the student paying one-third, the province initially two-thirds, and a municipality reimbursing the province one-third of the cost for any such person that it hired. In some cases, a province could make apprenticeship arrangements with large cities of its own or cities elsewhere in Canada or in the United States. The city government to which the candidate was apprenticed would pay part of the training cost in the form of a small salary, which would be supplemented by the province, with all or part of the supplement eventually paid for by the municipality hiring the candidate.

The efficiency of civic employees also depends upon provision of adequate social security. This will not only attract more desirable and efficient persons into municipal employment but also improve their morale during their period of service. The most important requirement in this respect is that adequate provision should be made for retirement. Even as late as the end of the Second World War, the municipalities in some provinces had to appeal to the provincial legislature if they wished to

retire an officer on pension. Since then, most of the provinces have passed laws enabling municipalities to set up contributory pension plans for their employees. This is a step in the right direction because it enables the cost of retirement borne by a municipality to be reduced and to be spread evenly over a period of years.

A serious difficulty, however, is that most municipalities are too small to engage the technical assistance required to set up a plan, and have so few employees that the costs cannot be properly averaged over the years. They therefore often feel that it is not worthwhile to set up a formal retirement plan. Yet the employees are no less in need of an organized scheme for their retirement.

The solution to this difficulty is the one suggested by the Municipal Finance Officers' Association of the United States and Canada: the setting up of a provincewide retirement plan for municipal employees. In a special pamphlet on retirement plans the M.F.O.A. has this to say of such a solution:

> Weighing all essential factors, and considering the highly satisfactory experience of statewide plans over a period of years, the conclusion to be drawn is that the advantages far overshadow any deficiencies of this type of planning, and operation of retirement provisions for small municipalities on a statewide basis is the most effective means of providing retirement coverage for small groups of employees.[1]

Well over hal of the American states have already established and are now operating retirement plans on the above basis. The statewide plan in New York is the oldest, having begun operation in 1922. Participation is on a voluntary basis, and to date practically all subdivisions of the state have subscribed to membership. Large cities are usually excluded from statewide plans on the ground that they have their own peculiar personnel problems, and also because the number of employees makes it possible to operate separate plans on a sound basis.

Provinces in Canada that have not already done so should similarly create provincewide retirement plans for municipal employees.* Such plans might provide for voluntary participation by municipalities, or they could be required to join the plan with the proviso that any municipality could exempt itself within a certain period of time. This method has been used effectively in the State of Colorado and "is preferred by students of the problem."

It would not be essential to the operation of the plan for the province to make a financial contribution. However, a three-way split is suggested, with the employees, the municipalities, and the province each contributing one-third so that the burden upon the poorer municipalities will not be too great. On the other hand, if a province were to institute a thoroughgoing system of equalized general provincial aid to its municipalities, probably its financial participation in the plan would not be necessary.

POLITICAL SCIENCE CONCEPTS (Dr. Paul Tennant, UBC)

I very much enjoyed the discussion with you and the other participating teachers; in fact, I must state in all honesty that it was far more enjoyable and stimulating than the regular graduate seminars we have here at UBC.

Concerning your question about the list of concepts that are basic to the study of Political Science, I will do my best to provide my list, although, as you know, the Social Sciences are not like the Physical Sciences because in the former there is a list of basic "questions" rather than a set of actual concepts. With this in mind, I would suggest that there are some four or five basic questions relative to the study of communities. These would be:

(1) What is the attitude toward government and politics within the community?

(2) What is the form of organization, and what are the formal powers of the different bodies which exist?

(3) Which members of the community are politically active and what form does their activity take? (Of course, there will be a range of activity beginning at the least active level with the simple act of voting, and going to the most active level, that is, membership in formal government office.)

(4) What is the relationship between those members of the community who do occupy senior governmental positions, and the remaining members of the community? This question breaks down into two sub-questions: firstly, what is the statistical or sociological relationship - that is, are the government officials a cross-section of the community, or do they come from a particular stratum of the community defined in terms of occupation, income, place of residence, education, ethnic membership, etc. Secondly, there is the more political relationship resting on the degree of control exercised by the community over the elected or otherwise chosen governmental officials; this question really amounts to whether the governmental officials are trustees, largely acting on their initiative and knowledge, or whether they are delegates of the community, acting on the instructions of an active and well-informed public within the community.

(5) What is the substance of political education (i.e., citizenship training); who is entrusted with this task; and most importantly, is the effect of this training to maintain or to weaken the position of existing power groups?

CONCEPTS MATRIX

DISCIPLINE	CONCEPTS PERTINENT TO THIS TOPIC	APPLICATION OF CONCEPTS TO THIS PROJECT	SUGGESTED INSTRUMENTAL CONTENT FOR DEVELOPING THIS CONCEPT
Geography	Spatial Distribution	- spatial distribution of various political systems within the urban area	- overlay mapping of core city, improvement districts, regional district, school district, etc.
	The Regional Concept	- recognition of the fact that delimitation is always based on an intellectual judgment - selection of criteria to delimit a region - two cases in which criteria have to be established and applied: (1) What are the outer limits of the urban area as now exists? (2) If a two-tier system of Government were to be established, what crescent or areas would be included at the community level of Government and what area would be included at the regional level?	- student research into authoritative writings on this topic and then specific application of the generalizations to the local area
	The Dynamic Nature of Geographic Analysis	- recognition of continual change in human affairs -- rapid growth in population or change in cultural viewpoint (e.g., less emphasis on industrialization, more on pollution control) or technological change may necessitate political recognition	- graphing and mapping of past, present and projected future population of the urban area - analysis of local research to show changes (e.g., study of traffic surveys by local division of Department of Highways)
History	Belonging	- must identify himself with a group	- research by project method into history of development of the area (awareness of interests)
	Social Order	- must understand the meaning of Social Order	- map study reading

DISCIPLINE	CONCEPTS PERTINENT TO THIS TOPIC	APPLICATION OF CONCEPTS TO THIS PROJECT	SUGGESTED INSTRUMENTAL CONTENT FOR DEVELOPING THIS CONCEPT
History	Co-operation	Need to demonstrate the need for co-operative action in the family, community, state and world	Simulation games
	Causation	Can investigate causation and consider in actual situations why man acts as he does	Case studies, newspaper clippings, etc.
	Change	Desire for change is seldom uniform in all social groups, and that varying attitudes towards change can produce conflict	By study and personal interviews, the students comprehend that various social groups have different ideas of change. Examples can be shown of civic conflict over regionalism over recreational facilities, etc.
	Definitions	History can provide a definition and an understanding of the institutions and; forces that operate on our lives	By discussions the student can get a good basic understanding of political theory, and the culture of the area in which he lives
Political Science	Community attitude toward Government and Politics	Role of citizen in Canurgo	Simulation games
	Organizational forms	Regionalism in Canurgo	Simulation games
	Active Members of Political Community	Special groups in Canurgo	Simulation games
	Role of Government Officials	Civil Service in Canurgo	Simulation games

Educational Objectives - Canurgo Project

1. Knowledge.

1.10 Knowledge of Specifics.

1.11 Knowledge of Terminology. (Political terms such as referendum, poll.)

1.12 Knowledge of Specific Facts (Voter qualifications, electoral terms in office)

1.20 Knowledge of Ways and Means of Dealing with Specifics.

1.21 Knowledge of Conventions. (What are the political traditions of the city?)

1.22 Knowledge of Trends and Sequences. (How do voters react to common issues?)

1.23 Knowledge of Classifications and Categories. (What is a city, a county, a region, etc.?)

1.24 Knowledge of Criteria. (What makes a well-run city?)

1.25 Knowledge of Methodology. (How do politicians get elected?)

1.30 Knowledge of the Universals and Abstractions in a field.

1.31 Knowledge of Principles and Generalizations. (Polical tenets; What is the liberal way? The conservative way?)

1.32 Knowledge of Theories and Structures. (What makes up the governmental structure on the local scene?)

2.00 Comprehension.

2.10 Translation. (What does a governmental regulation say?)

2.20 Interpretation. (What does a governmental statute mean?)

2.30 Extrapolation. (How would you use your knowledge of zoning rules in any special situation?)

3.00 Application. (In what ways is the student going to participate more fully in local affairs?)

4.00 Analysis.

4.10 Analysis of Elements. (Who are to be found in special interest groups?)

4.20 Analysis of Relationships. (How are elected officials influenced by special groups?)

4.30 Analysis of Organizational Principles. (Why are city structures the way they are?)

5.00 Synthesis. 5.10 Production of a unique communication (Simulation games)

5.20 Production of a plan (Simulation games)

5.30 Derivation of a set of abstract rolls. (s.g.)

6.00 Evaluation (Simulation games)

6.10 Judgments in terms of internal evidence. (Simulation games)

6.20 Judgments in terms of external criteria. (Simulation games)

PLANS FOR THE STRUCTURE OF THE CURRICULUM MATERIAL TO BE DEVELOPED

Our plan is to use the detailed research which we have already done or will be doing next year to set up a simulation game.

This game would be composed of a basic package which would describe a hypothetical city (Canurgo) with several surrounding suburban developments (Suburgo, Newurgo, Ultraurgo). These would be described in terms of population, industry, land use, tax base and socio-economic level. Identity tags will be produced showing place of residence, sex, age, occupation, home owner or renter, property tax (if owner) and net annual family income. Students will role play these parts and will select a representative or spokesman for their community.

The second portion of the game will consist of a series of problems or situations. For example, the citizens of Canurgo and surrounding districts are given more detailed data on recreational facilities in their community and in the area. The amount of tax money available for recreation in their community and the cost of potentially desirable recreational facilities will be provided on data sheets. The students playing the role of the citizens, will attempt to formulate goals and work towards these. They will be faced with such alternatives as:

1. working within their own community boundary only,
2. co-operating with one or more of the other communities,
3. setting up an area-wide recreation body,
4. increasing taxation in order to obtain desired recreation facilities.

Similarly, a number of other problems or situations will be presented -- e.g., fire protection, traffic congestion, drawing up the city budget -- and worked through. At the end of each session a discussion and analysis will be held to clarify the general concepts with which the students have been dealing.

Another problem, will then be presented to the citizens of Canurgo. Would the urban area operate more efficiently and better meet the needs of the citizens if it were one political unit? Would the citizens of the different communities be willing to sacrifice their local autonomy, and if so, to what extent? What alternate systems are available? (e. g., 1) amalgamation to form one city 2) a metropolitan form of government 3) a regional governement). It is at this stage that students should become vitally aware of the concept of centralization versus decentralization.

We envisage the material being used in several different ways:

1. A teacher might follow through the four or five prepared problems or situations and use them for generalized discussion of the concepts illustrated.

2. A teacher might select only one or two problems which are especially significant in this area.

3. A teacher might use one or more of the problems of the simulation game to arouse interest and orientate students to the problem and then proceed with a detailed study of their own city or community. In this case they might find it very helpful to use some of our research techniques and findings, adapted to fit their local situation.

With regard to our plans for development of this curriculum material, we felt the first step with a thorough understanding of our own urban government and hence have spent this year researching four aspects: 1) influence of the citizen on elected officials 2) impact of interest groups on elected officials 3) influence of the civil service on elected officials 4) impact of external influence on elected officials.

During 1971-72 we will be continuing and intensifying this phase using student research.

From this research, we feel we can produce the simulation game already described. The real life data will have to be greatly simplified yet kept reasonable for the simulation game. Obviously, this is easier said than done. Our plans are to send Mr. Little and Mr. Rudd to the workshop on media at Edmonton. Part of this will deal with simulation games and will give us a chance to expand and perhaps modify our planned simulation game.

We have also enrolled Mr. Rudd in a post-graduate course at John

Hopkins University, Baltimore, Maryland. The course, running from July 12 - 23, 1971, will be taught by five members of the professional staff of the Academic Games Program at the Johns Hopkins University.

This course will deal with the theory and practice of teaching by means of simulation gaming. In addition to the intensive classroom program, Mr. Rudd will be required to submit an independent curriculum-design project. We feel that this will give us excellent professional and technical advice in drawing up at least the first problem in our simulation game.

Next fall we should be able to implement the simulation game on a trial basis in our own school and make any refinements necessary. We will then proceed to use the data and knowledge gained from the detailed study of our own city to draw up further simulations of typical or universal urban problems.

TRANSFERABILITY OF THE CURRICULUM MATERIAL

As explained under the previous heading, the Canurgo Simulation Game will be completely transferable since we will be providing data for a hypothetical city and for universal problems, some of which (if not all) are being experienced by practically all Canadian cities.

We are attempting to make the material as flexible as possible by having a series of problems, each emphasizing a different aspect or concept and also of varying degrees of complexity. This will allow teachers to make a selection from the problem situations based upon: 1) their local situation or particularly acute problem 2) time available 3) level of maturity or understanding of their class.

The intensive research that we are doing in our own urban area is to serve two purposes. First, it will give us a clear and realistic understanding of how the government of a typical urban area is (or isn't) functioning and what factors influence decisions. This understanding is essential if we are to draw up a valid simulation game.

Secondly, if after using one more of the problems of the Canurgo Simulation Game, a teacher finds that the class has become interested in this problem in their own community, the teacher could use our detailed study of the Nanaimo area as a pattern on which to develop a study of their own community or city.

Finally, we feel our material will be transferable because, whether teachers use only the Canurgo Simulation Game or the game and the detailed study of their own city, we are suggesting that the final step with the class will be a discussion or analysis of the general concepts encountered in the detailed study.

PROPOSED BUDGET FOR 1971-1972

Substitute	$ 8,000
Consultants	1,000
Travel Expenses	1,000
Typing and Incidental Office Expenses	500
	$10,500

PROGRESS REPORT

This has been a learning year for the members of "CANURGO". Numerous meetings were held after school to break our project down to a problem that we could handle. Finally it evolved into four distinct branches. Politically it became a problem of the people in the community, the citizens themselves, as a source of political demands. 2. Groups who had special interests in the developing community. 3. External interests and their effect on the community, these were outside governments, environs etc....4. The Municipal Civil Service itself which acts as a very powerful screening authority.

The issue then became a matter of study to see how much and in what ways did this influence affect the elected officials of the city (Major and Council) and also in what way the elected officials are able to influence each of the four groups. These problems were divided among the four team members and then we were able to at last show some progress.

It was at this stage that we began to think about consultants and how we should go about thoroughly examining each phase of our project. Political Science seemed to be our main field of endeavour, so after some investigation we arranged with Dr. Paul Tennant of the University of British Columbia to be our adviser. Dr. Tennant's field in Political Science is in the political development of smaller communities. Preliminary discussions were held with him at his office at University of British Columbia to acquaint him with the background to our project and to give him time to read over the proposals that we had tentatively made about our method of attacking the problem. Later Dr. Tennant visited us in Nanaimo for an afternoon which we spent in discussion centered on the political problems that we expected to encounter. Proposed questionnaires were submitted to him and he advised us as to the best methods of seeking information which we required from the citizens of Nanaimo.

The Mayor of Nanaimo, Frank Ney, was contacted and he gave us a great deal of co-operation and with his "blessing" on our project we were given permission to use the facilities of the city as much as we required. The City Clerk of the City of Nanaimo has been briefed on the aims of our project and is being most helpful in allowing us complete freedom to inspect books and to question the city employees as we wish.

Mr. Willis Rudd undertook a trip to the Parliament Buildings in Victoria to see Mr. Don South, who is most interested in the outcome of the project. He has been invaluable in his help to acquire documents and to provide information relative to the control of the Provincial Government over Municipal Government. He has promised to spend a day with us in Nanaimo in order that we can further acquaint ourselves with the function of the Municipal Act.

Mr. Bailey has been fortunate in acquiring one of the members of the Faculty of Education of the University of Victoria, Dr. Goulson, as an adviser. He is to function with us as an adviser in the field of methodology.

We have arranged with Willis Rudd to attend a graduate seminar at

the John Hopkins University in Baltimore Maryland on a three week course on Simulation Games. He is planning on using the ideas contained in this brief to develop a game which could be utilized or for use in our project.

The CANURGO project has now been successfully launched. One of our most pressing problems was how to get time off to work on the project and not allow our students to suffer through incompetent substitutes. In Nanaimo we could find no answer to this problem as there are at present no substitutes on whom we could call that were capable of adequately teaching a Social Studies lesson to our classes. We finally found a temporary solution by hiring a substitute from Vancouver for one month. This was done in March and we were thus able to free each team member for one block per day.

Our great fear is that the students are going to suffer if we attempt to absent ourselves from our classes too regularly and also in the coming year we are introducing a new Social Studies 11 curriculum to the Grade 11 classes. This poses a very serious problem to us in Nanaimo. Our only solution in view of the amount of work we are planning on undertaking for the CANURGO project is to hire a more or less full time substitute so that arrangements could be made to keep our Social Studies classes progressing normally. We feel that as much as we desire to do an exceptional job for Project Canada West we cannot in all fairness do this at the expense of our students who are entitled to the best teaching that is available. Therefore our main worry at the present is the size of our next year's budget. Unless it is close to our request we may have to seriously curtail our effort for Project Canada West

APPENDIX A

ANALYSIS OF THE STUDENT SURVEY

CONCERNING THE AMALGAMATION REFERENDUM

June 6, 1970, Nanaimo

by W. J. Rudd

NANAIMO DISTRICT SECONDARY SCHOOL

CONTENTS

The Survey

General Results

A More Detailed Regional Analysis

- Nanaimo
- Harewood
- Northfield
- North Wellington
- Departure Bay
- Petroglyph

Other Comments

Validity of the Survey

Educational Value

A Copy of the Survey Sheets with Tabulated results

Generalization on Reason for Voting and summary of Results

Summary of Results

Map of Proposed Boundary

ANALYSIS OF THE STUDENT SURVEY
CONCERNING THE AMALGAMATION REFERENDUM
June 6, 1970, Nanaimo

The Survey

This survey was carried out during the period June 9-12, 1970, by volunteers from three of Mr. Rudd's classes (two General Business 11 and one Social Studies 11) and one of Mr. Bailey's classes (Social Studies 11). Thirty-five students turned in results for a total of 1, 594 completed interviews. (A completed interview was considered to be one in which the responder had voted for or against the referendum, or was eligible to vote but hadn't, or wasn't eligible to vote but wanted to vote.) The students were assigned to specific areas so that there would not be an overlap and were distributed amongst Nanaimo and the five surrounding districts in approximately the proportion of the eligible voters. Total eligible voters was 15, 380.

General Results

Of the 1, 594 interviews completed, 781 (or 61% of those who voted) indicated that they had voted for the referendum and 492 against. Only 194 (13% of the eligible voters interviewed) admitted that they were eligible to vote but had not bothered to do so. One hundred and twenty-seven people indicated that they would have liked to vote but were not eligible.

If a person had voted for or against the referendum he was asked to express his reason or reasons. All told, 856 reasons were given in support of the referendum and 586 against. These reasons were categorized under the following headings: (a) Monetary, (b) Political, (c) Services, (d) Desire for change, etc. or tradition, etc. and (e) Other.

Most of the reasons for supporting the referendum fell into the monetary category (296) and desire for change (250). The category services drew 166 reasons while political reasons totalled 103. The three most commonly expressed individual reasons, in order, were: (1) amalgamation would lead to improved services such as fire protection, water and sewer, recreation, etc. (153); (2) it would provide a better chance to plan for the benefit of the total area (130); (3) the outlying areas would have to pay for city services that they now use (121).

While the justifications for supporting the referendum were spread fairly evenly over a wide range of reasons, this certainly was not true of the negative vote. There was obviously one dominant reason - fear of higher taxes (221). Monetary reasons all told totalled 309.

Of the four categories, political reasons were judged to be least significant whether the vote was for or against the referendum.

A More Detailed Regional Analysis

Nanaimo

For the city of Nanaimo, the survey indicated that 438 had voted for, (72%) and 170 against. Their reasons for supporting the referendum followed quite closely to the general pattern, being fairly well spread. The two individual reasons most commonly given were:

(1) there would be a better chance to plan for the benefit of the total area (102);
(2) the outlying areas would have to pay for city services they now use.

Of those who did vote against, the dominant reasons were monetary with a fear of higher taxes by far the outstanding reason (64). This one reason in Nanaimo accounted for 36% of the reasons expressed for a negative vote whereas in the total negative vote, it accounted for 38%. In other words, the people of Nanaimo who voted against the referendum were just about as concerned over higher taxes as was the total group voting against the referendum. One oddity in the negative vote from Nanaimo was that 15 people expressed the fear that the Nanaimo City Council would dominate the new enlarged city. The only other area to show the same concern was Departure Bay.

Harewood

Of those interviewed in Harewood 175 (70%)voted for and 75 voted against the referendum. The reasons given in Harewood for the affirmative vote were much more evenly distributed in the four categories in comparison with Nanaimo where the bulk of the reasons fell into the two categories - monetary and desire for change. To express it more specifically, the people of Nanaimo voted for amalgamation because they would get a better financial deal and because it would allow for better planning for the total area, whereas Harewood voted for amalgamation because they felt they would get a better financial deal and they would get improved services.

The reasons expressed by those who voted against amalgamation followed fairly closely to the general pattern except fewer (25% as compared to 38%

over all) voted against because of a fear of higher taxes. Only in Nanaimo and Harewood did there seem to be any significant fear of a loss of some jobs if amalgamation occurred, and even in these only 12 and 7 respectively suggested this as a reason for voting against the referendum.

Northfield

The sample taken here was small but it showed a 16% affirmative vote with one dominant reason - higher taxes - accounting for 56% of the reasons given for voting against amalgamation (overall average 38%).

North Wellington

Again the sample was small but it showed a 33% affirmative vote. Of those who did vote for amalgamation, the most commonly given reason was the prestige which would come from having a larger city.

Those who opposed the referendum did so on the basis of higher taxes (45% of the reasons) and on the basis that many services such as bus, schools and water have already been regionalized. The only other areas where this appeared as a significant argument was in Departure Bay and Petroglyph.

Departure Bay

The survey showed 129 voting for and 93 against for a 58% affirmative vote. The reasons for the affirmative vote fairly well balanced between monetary, services and desire for change. Political reasons were far less important in Departure Bay (and North Wellington, Petroglyph and Northfield) than they were in Nanaimo and Harewood. For example, only 4 people from Departure Bay favored amalgamation because it would give them more control over local decisions even though they had just experienced a conflict over zoning for apartment or residential use and the settlement of this conflict came from Victoria.

The negative vote was predominantly supported by the argument that amalgamation would increase taxes. The feeling that amalgamation was being pushed at the people too strongly or too rapidly was most pronounced in Departure Bay.

Petroglyph

The Petroglyph survey showed 22 for and 103 against for a 16% affirmative

vote. The main reason for those who were in favor was the feeling that services would be improved.

The dominant reason for those opposed was fear of higher taxes (42% of the reasons) and the second ranking reason was that even if amalgamation occurred, they did not expect much improvement in services.

Other Comments

It should be noted that of those interviewed, 127 (or 8%) were not eligible to vote because they did not own property but said that they would have liked to vote. No attempt was made to record which way these people would have voted. We could speculate that these tenants would be less interested in taxes and more interested in services than the home owners and therefore would have voted heavily for amalgamation. It seems quite possible then, that with a more liberal franchise, the amalgamation referendum would have received over the required 60% affirmative vote.

We did not record the number of people who exercised their right in refusing to answer the questions, but we estimate it to be somewhere in excess of 110. We anticipated that the greatest number of refusals would come from those who had voted against the referendum (i. e. North Wellington, Petroglyph, Northfield and Departure Bay) but actually it seems that the majority of refusals came from Harewood and the south end of Nanaimo.

Validity of the Survey

Of the 1, 594 interviews, 1, 518 were eligible to vote, hence the survey covered 9. 8% of the 15, 380 eligible voters. This should be a broad enough sample to make it fairly reliable.

There are several weaknesses in the survey. (1) It was conducted by students, not professional or trained personnel and hence may not always have been conscientiously completed. (2) Since the people being interviewed were not shown the suggested reasons but simply stated their own reasons, it was necessary for the students to interpret and categorize these reasons. While this may have reduced the validity of categorization, we felt this disadvantage was more than offset by the educational value derived from having the students perform this exercise. (3) The largest discrepancy between the survey and the actual results of the referendum showed on the number of voters eligible to vote but who didn't bother to cast a ballot. The survey showed 194 (13%) whereas in actual fact 7, 606 (or 49% of the 15, 380 eligible voters) didn't bother to vote.

On the overall vote the survey coincided very closely with the actual referendum results. The survey showed a 61% affirmative vote against an actual vote of 59.6%.

It was not really possible to check the accuracy of the regional samples because the voters did not have to vote at the polling station within their zone of residence. The survey showed Nanaimo residents 72% in favor of amalgamation and Harewood 70%. The count at the polling stations in Nanaimo showed 82% affirmative and Harewood 60%. However, since as pointed out above, some Harewood residents (and residents of other districts) may have voted at Nanaimo polling stations and vice versa, it is impossible to tell which is more indicative of the actual vote, the survey or the polling station results.

Educational Value

One of the prime values of this study was to create an interest on the part of the students in their city. Part of this interest and a sense of doing something of value should have come from being involved directly in the real world. Another value of the study arose from the students having to interpret and generalize the specific reasons for voting for or against the referendum and then to categorize these. Once the data was gathered, the students analyzed it, thus receiving practice in discriminating between what is significant or relevant and what is not relevant. It is hoped that at an appropriate time in the future a similar survey could be taken. This would add a new dimension of comparison as students looked for and tried to analyze changes in attitudes.

INSTRUCTIONS TO STUDENTS CONDUCTING SURVEY ON AMALGAMATION

THE INTERVIEW

Good morning/afternoon etc.

I am taking a survey on the amalgamation vote for a project at NDSS. Would you mind answering two questions? (If answer is "yes" interview ends.)

(1) Did you vote on the amalgamation referendum and if you did was it for or against? (If they didn't vote interview ends.)

(2) What were the main reasons which influenced you to vote for/against the referendum?

Interview ends - Thank them for their co-operation.

INSTRUCTIONS

(1) Select specific zone within the area affected - don't interview beyond this zone.

(2) Try to keep your sample as random and impartial as possible. Do not suggest arguments for or against.

(3) If a wife can tell you which way her husband voted (or vice versa) you may record this as a separate vote and separate reasons.

(4) You may record more than one reason for a person voting for or against amalgamation, however, if they voted "for" don't record any reasons "against" (or vice versa).

(5) You are expected to complete about 45 or 50 interviews and turn your results in by Friday, June 12.

(6) Examples of how to record interviews.

REFERENDUM ON AMALGAMATION

GENERALIZATION ON REASON FOR VOTING

Survey taken by _____ Summary Area _____

Reasons for - 856

Monetary 296	A1	More Government grants	101
	A2	Greater efficiency saving in administration	44
	A3	Outlying areas will have to pay for city services they now use	121
	A4	Lower insurance rates	30
Political 103	B1	More control over local decisions	45
	B2	Larger city would have more influence over senior government	45
	B3	Make community better as a whole	4
	B4	So they would be eligible to vote Ney out of office	13
Services 166	C1	Will lead to improved services e.g., fire, water, recreation	153
	C2	Might get YM or YWCA)	) 13
	C3	Police detachment could be enlarged)	)
Desire change 250	D1	Will make a larger city (prestige)	66
	D2	Other areas have done it	27
	D3	Better chance to plan for benefit of total area	130
	D4	Will control the sprawling development	27
Other 41	E1	Progress - it must come (no reason)	41

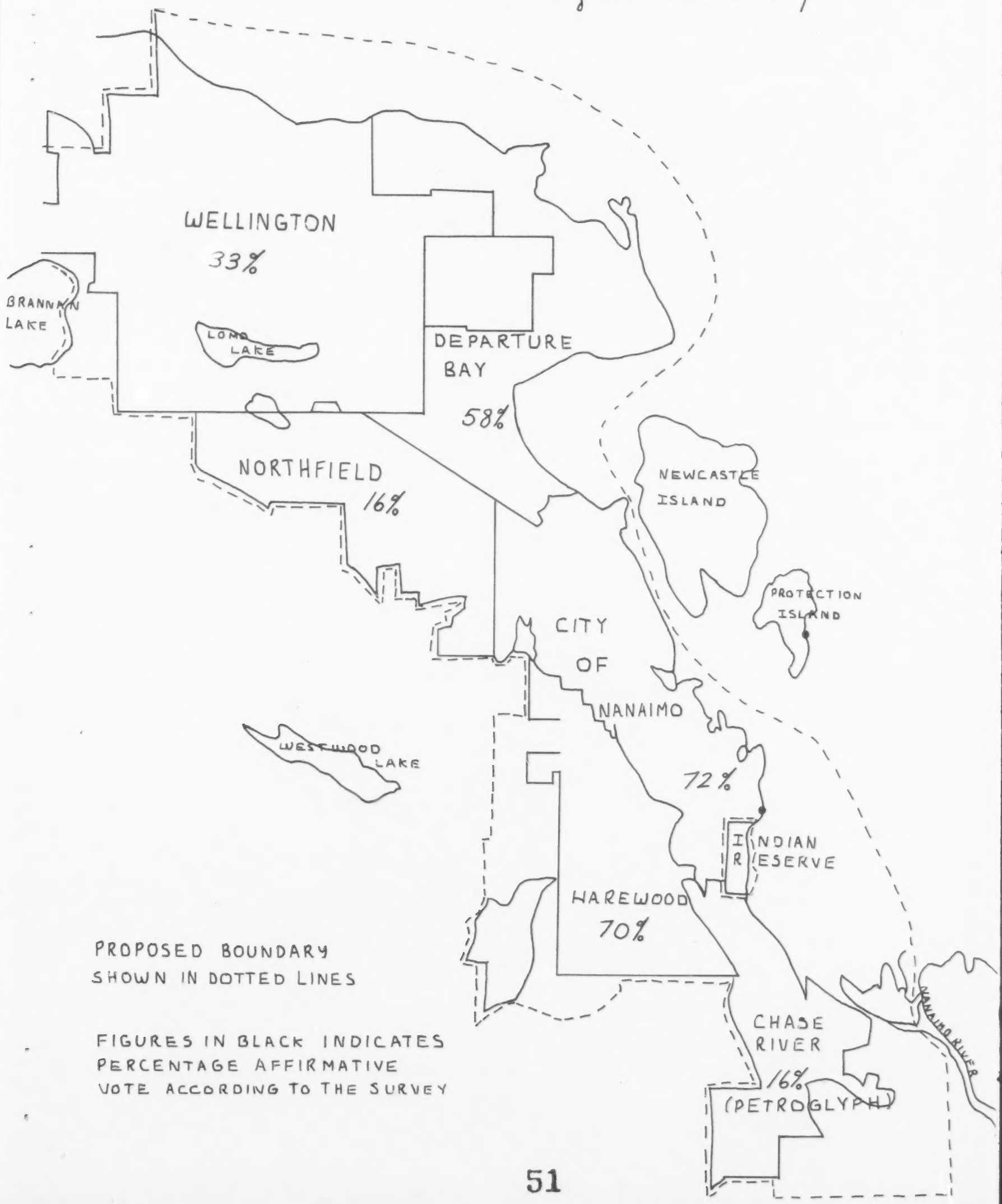
Reasons against - 586

Monetary 309	A1	Higher taxes	221
	A2	Others will be benefiting from taxes we pay	59
	A3	Possible loss of some jobs	24
	A4	Other	5
Political 67	B1	Nanaimo council (or mayor) will dominate	36
	B2	Loss of some local decision-making power	7
	B3	Will infringe on rights of individuals or small governments; i.e. too large and impersonal	12
	B4	Vote not set up right way each district should have been able to opt out	12
Services 111	C1	We don't expect much improvement in service even with amalgamation	51
	C2	Many services have already been regionalized e.g. bus, school, water	32
	C3	Other areas may be favored when services are being provided	25
	C4	We moved to get out of the city	3
Tradition, etc. 90	D1	Our system was good in past, good enough for future	31
	D2	Amalgamation pushed too rapidly or too hard	38
	D3	Have gone too far (or not far enough) with boundary changes	10
	D4	Other areas have not amalgamated (New Westminster)	11
Other 9	E1	Frank Ney was "for" - both sides not evenly presented	9

Survey for Mr. Rudd, NDSS - Referendum on Amalgamation, June 6, 1970.
Regional Interviews Completed. 1594 (over 110 refused to answer). See "Instructions to Students" for explanation of letters and numbers.

					Reason For - 856						Reason Against 586					
For	Against	Eligible to vote (didn't)	Not Eligible (wanted to)	Area of Residence		A	B	C	D	E		A	B	C	D	E
438 72%	170	114	76	City of Nanaimo	1	55	25	65	32	11	1	64	15	14	11	3
					2	24	33		20	1	2	14		5	8	
					3	86	2		102		3	12	4	14	1	
					4	14			24		4	1	11		1	
				Sub Totals		179	60	65	178	12		91	30	33	21	3
175 60%	75	37	28	Harewood	1	25	11	37	19	20	1	25	4	9	5	2
					2	7	10	4	6	1	2	13	4	3	7	
					3	23	6	3	6		3	7	4	7	3	
					4	10	3	1	3		4	4			2	
				Sub Totals		65	30	45	34	21		49	12	19	17	2
5 16%	27			Northfield	1		1	2	1		1	15	2		4	
					2						2	1			2	
					3				1		3					
					4						4	2	1			
				Sub Totals			1	2	2			18	3		6	
12 33%	24	4	2	North Wellington	1		3	4	7		1	15		1		
					2						2	5		7	1	
					3						3	3		1		
					4						4					
				Sub Totals			3	4	7			23		9	1	
129 58%	93	33	21	Departure Bay	1	15	4	37	7	4	1	57	10	14	4	2
					2	12	1	1	1	2	2	15	2	7	14	1
					3	12	2	3	21		3	1	4	3	5	
					4	4					4				3	
				Sub Totals		43	7	41	29	6		73	16	29	26	3
22 16%	103	6		Petroglyph (Chase River)	1	6	1	8		1	1	45	5	13	7	1
					2	1	1	1		1	2	11	1	10	6	
					3						3	1			1	
					4	2					4				5	
				Sub Totals		9	2	9		2		57	6	23	19	1
781 61%	492	194 137	127	Totals		296	103	166	250	41		309	67	111	90	9

NANAIMO REGION -- Amalgamation Study



PROPOSED BOUNDARY
SHOWN IN DOTTED LINES

FIGURES IN BLACK INDICATES
PERCENTAGE AFFIRMATIVE
VOTE ACCORDING TO THE SURVEY

APPENDIX B

Results - 14 classes - 353 students (all figures are to nearest full percentage)

SURVEY TO ANALYZE STUDENT INTEREST AND KNOWLEDGE IN MUNICIPAL GOVERNMENT

INSTRUCTIONS: Record all answers on the Answer Sheet by circling the letter representing the best or most desirable choice - only one answer for each question.

INTEREST

1. If you were given a week of class time for independent study, which of the following topics would you choose:

   17 (a) The foreign policy of the present Federal Government - is it wise? (E. g., recognition of Red China.)

   28 (b) The B. C. Government hydro-electric program - are we paying too high a price in terms of money and environmental damage? (E. g. Peace River Project.)

   27 (c) The water and sewage systems for Nanaimo - how can they be expanded to meet the predicted population growth?

   27 (d) Would prefer to attend regular classes.

2. If you were to do a study and write a brief biography for one of the following, which would be your first choice:

   48 (a) Pierre Trudeau
   8 (b) Frank Ney
   12 (c) W. A. C. Bennett
   20 (d) Would prefer to attend regular classes

3. If, as part of a school project, you were to take a field trip and write a report of your findings, which of the following would you choose:

   38 (a) A local industry such as Harmac or the CIPA mill
   25 (b) A local business firm such as B. C. Tel or a newspaper office
   29 (c) A city council meeting discussing some problem
   7 (d) Would prefer to attend regular classes

(In question number 4 there are two options for each letter, the first for males, the second for females.)

4. Which of the following jobs would you be most likely to choose assuming you were qualified:

18 (a) Building Inspector for City of Nanaimo
(a) Secretary in charge of other secretaries at City Hall
33 (b) Chemical Engineer at Harmac
(b) Office Manager for Simpsons Sears
49 (c) An independent building contractor
(c) Private secretary to a well-known lawyer

5. Of the jobs listed in number four, which would you be least likely to choose.

45 (a) 34 (b) 20 (c)

6. If you were eligible to vote, on which question would you be most likely to vote:

23 (a) City Council
15 (b) A referendum which would increase your taxes but improve street conditions
26 (c) Both of the above two
35 (d) Neither of the above two

7. In your opinion, which of the following qualifications should receive the greatest consideration in the hiring of city employees?

20 (a) 10 year residence minimum
12 (b) Natives of the city
65 (c) Experience in same job in another city

8. What kind of training do you think City Hall workers should have?

48 (a) University
19 (b) Vocational School
21 (c) High School
13 (d) Minimum grade 10 and experience

9. In your opinion, which of the following has the most influence over what City Council does?

25 (a) City Clerk

18 (b) City Engineer
50 (c) City Treasurer
7 (d) Building Inspector

10. In your opinion, should City Hall meetings be open to the public?

44 (a) Always
1 (b) Never
9 (c) Seldom
45 (d) Most of the time

11. Indicate a City Hall official with whom you have had contact recently:

24 (a) Mayor
4 (b) Clerk
8 (c) Alderman
61 (d) None

12. To whom would you have to apply for a city job?

51 (a) City Clerk
8 (b) City Engineer
5 (c) Mayor
32 (d) Chairman of Regional District

13. What issue or problem made you think about the City Government the last time you thought about it? (Write answer on Answer Sheet.)

42 (a) Taxes or Services
25 (b) Council decisions or policy
3 (c) Other
30 (d) None or non-civic

KNOWLEDGE

For numbers 14-33, the correct answer is indicated thus: ○

14. Where does the city get most of its tax money?

26 (a) Income tax
54 (b) Land tax
12 (c) Sales tax
11 (d) Licenses

15. On what does the city spend most of its money?

7	(a)	Recreation
26	(b)	Roads
31	(c)	Education
35	(d)	Welfare

16. What is the chief non-elected position in City Government?

35	(a)	City Clerk
37	(b)	City Engineer
2	(c)	Mayor
21	(d)	Chairman of Regional District

17. To vote for Mayor and Alderman in Nanaimo, you must:

18	(a)	Be 21 or over and own property in the city
3	(b)	Be the properly designated person by a corporation which pays taxes in Nanaimo
67	(c)	Be 19 or over and a tenant or resident of Nanaimo
14	(d)	Meet any one of the above three requirements

18. The public bus system which serves the Nanaimo area is under the control of:

4	(a)	The Provincial Government
35	(b)	City of Nanaimo
45	(c)	Regional District of Nanaimo
17	(d)	An independent company

19. The Chairman of the Regional District of Nanaimo is:

13	(a)	Frank Ney
38	(b)	D. M. Beaton
19	(c)	Harry Wipper
30	(d)	Gino Sedola

20. If a by-pass were to be constructed around Nanaimo, which of the following would have the final say on its location:

9	(a)	City of Nanaimo
8	(b)	The Improvement Districts through which the new highway would run
34	(c)	The B. C. Department of Highways
47	(d)	All of the above would have an equal say in the final decision

21. To vote on a school referendum (i.e. a money by-law) you must:

24	(a)	Be 21 or over and own property in the school district
31	(b)	Be 19 or over and a resident within the school district
19	(c)	Have children attending a school in the district
24	(d)	Meet any one of the above three requirements

22. Which of the following is <u>not</u> a member of the Nanaimo City Council?

38	(a)	Sandy MacKay
45	(b)	Dave Stupich
2	(c)	Frank Ney
15	(d)	Gino Sedola

23. The Nanaimo Hospital Board is under the direct control of:

41	(a)	Regional District of Nanaimo
6	(b)	City of Nanaimo
15	(c)	City of Nanaimo and the six surrounding Improvement Districts
37	(d)	The B. C. Government

24. Harewood's legal status (i.e. powers and responsibilities) is:

28	(a)	The same as Nanaimo's
34	(b)	Much more restricted than Nanaimo's
10	(c)	More restricted than Departure Bay's
26	(d)	That of an incorporated village like Parksville

25. If a major sports complex were to be built to serve the whole Nanaimo area, it would come under the control of:

17	(a)	The Regional District of Nanaimo
10	(b)	City of Nanaimo
68	(c)	Nanaimo Parks and Recreation Board
6	(d)	None of these (under the present system)

26. Which of the following is an elected member of the District 68 School Board:

15	(a)	Gertrude "Happy" Hall
41	(b)	Margaret Fuller
31	(c)	John Hancock
13	(d)	Harley Abbott

27. The Concerned Citizens Committee was organized primarily to:

31	(a)	Get more voters out for civic elections
26	(b)	Protest the high rate of unemployment
39	(c)	Block the proposed Clamshell Marine
3	(d)	Press for better ferry service to Vancouver

28. In Nanaimo, the Mayor is elected for a term of:

6	(a)	one year
26	(b)	two years
22	(c)	three years
45	(d)	four years

29. In a municipal election in Nanaimo, it is legally possible for a person to vote more than once:

79	(a)	Under no circumstances
7	(b)	If he owns two or more pieces of property within the city
4	(c)	If he owns property in Nanaimo and in an outlying Improvement District
10	(d)	If he is the properly designated person by a corporation which pays taxes in Nanaimo and also owns property privately

30. Assume that a meat packing company wants to buy a privately owned lot with city limits and set up a slaughter house. If the City Council wished to prevent this they could:

16	(a)	Do nothing about it
80	(b)	Have the land zoned as residential and therefore refuse to give a building permit for any other purpose
3	(c)	Prohibit the citizen from selling his land
1	(d)	Seize the citizen's land without any compensation

31. If the City Council decides to widen a street, but to do so must acquire part of a citizen's lot:

39	(a)	The City can expropriate the land (i. e. force the sale at a fixed price)
21	(b)	The citizen can refuse to sell and block the plan
35	(c)	The price for the land is established by a real estate company
5	(d)	The City can take the land without paying anything for it

32. Before the School Board could go ahead with an addition to a school they must:

9	(a)	Have the cash on hand to pay for it
25	(b)	Receive permission from the Department of Municipal Affairs in Victoria
12	(c)	Submit the plan to the ratepayers and receive at least 50% affirmative vote
54	(d)	Submit the plan to the ratepayers in a referendum and receive at least a 60% affirmative vote

33. The Advisory Planning Commission for the City of Nanaimo:

60	(a)	Recommends plans to the City Council
11	(b)	Has full authority to change zoning by-laws
9	(c)	Is composed of the Mayor and two Aldermen
19	(d)	Is mainly concerned with promoting industrial expansion in the city.

2620 correct answers out of 7071 attempted answers = 37%

I. e., out of 20 questions, the average score was 7. 4. (Since the questions were multiple choice with four options, just by random selection, the average score should be five.)

ANALYSIS

KNOWLEDGE AND INTEREST SURVEY ANALYSIS

The survey was designed to evaluate Social Studies 11 students' knowledge of and interest in municipal affairs. Some 14 classes took part or 353 students.

On questions seeking an awareness of NAMES AND LOCAL ISSUES (Mayor, Council, etc.) a 40.7% correct response was recorded. As we had no standard of comparison or norm, we could only assume that as a pre-test figure, the response would prove useful.

On questions exploring knowledge of BASIC MUNICIPAL OPERATION AND FUNCTIONS (roads, taxation, etc.) a similar correct response occurred - 40.7%

It was on questions of a more technical nature, (expropriation powers, zoning, etc.) that the response was extremely poor, 24.8% correct. Perhaps this was to be expected.

What would the response record of the general public have been? How do adults and students compare in their knowledge of municipal affairs? A comparative survey will be undertaken in the future to determine just that.

Was 40.7% a good correct response? Considering that the test was completely spontaneous and no preparation had been involved, perhaps it wasn't disastrous. We will know better come post-test time. The TECHNICAL QUESTIONS responses show a need for opening the students' avenues of awareness as far as the really vital powers of local government are concerned. It is these powers that will be used increasingly in the complex years ahead and all competent citizens must be made aware of them. Thus, the challenge of Canurgo.

APPENDIX C

A SURVEY TO ANALYZE CITIZEN INTEREST AND KNOWLEDGE IN MUNICIPAL GOVERNMENT

INSTRUCTIONS

Record all answers on the answer sheet by circling the letter.

Dear Citizen;

Please note that no personal fault finding is intended in the questionnaire, if you are not certain of the answers, as personal names will not be involved in the analysis. Rather, we wish to test the efficiency and adequacy of government on the local level in educating its citizens into "what is what" in civic affairs.

Socio-Economic information

Name _____

Area of City
of dwelling _____

Occupation _____

Ethnic background - Canadian born _____

- Naturalized citizen _____

If Naturalized, from what country _____

- Lived in Nanaimo over ten years _____

- Lived in Nanaimo under ten years _____

Male _____

Female _____

1. If you had the opportunity of attending a public meeting dealing with certain public topics which would you choose?

   (a) The B. C. Government hydro electric program. Costs to the public.
   (b) The water and sewage systems of Nanaimo - will they be adequate to meet future needs?
   (c) A review of constitutions, government at the Federal, Provincial and Municipal levels.

   (____)

2. Who do you think is most influential in carrying out policies of greatest benefit to the people of Nanaimo? Rate first to last.

   (a) Pierre Trudeau
   (b) W. A. C. Bennett
   (c) Frank Ney
   (d) None of these

   (___ ___ ___ ___)

3. Which do you think is the most influential civic office? Rate first to last.

   (a) Building Inspector
   (b) City Clerk
   (c) City Treasurer
   (d) Mayor

   (___ ___ ___ ___)

4. In your opinion which of the following qualifications should receive the greatest consideration in the hiring of city employees? Rate first to last.

   (a) Ten year residence minimum in the city
   (b) Native of the city (born here)
   (c) Experience in another city
   (d) No experience but well educated

   (___ ___ ___ ___)

5. What kind of training should administrative city hall workers have? Rate first to last.

   (a) University
   (b) Vocational School
   (c) High School
   (d) Minimum of grade ten plus experience

   (___ ___ ___ ___)

6. Where does the city get most of its tax money?

(a) Income tax
(b) Land tax
(c) Sales tax
(d) Licenses

(____)

7. On what does the city spend most of its money?

(a) Recreation facilities
(b) Streets
(c) Education
(d) Welfare

(____)

8. To vote for Mayor and Alderman in Nanaimo you must:

(a) Be twenty-one or over and own property in the city
(b) Be the properly designated person by a corporation which pays taxes in Nanaimo
(c) Be nineteen or over and a tenant or resident of Nanaimo
(d) Meet anyone of the above three requirements

(____)

9. The public bus system which serves Nanaimo is under the control of:

(a) The Provincial Government
(b) City of Nanaimo
(c) Regional District of Nanaimo
(d) An independent company

(____)

10. The Chairman of the Regional District is:

(a) Frank Ney
(b) D. M. Beaton
(c) Harry Wipper
(d) Gino Sedola

(____)

11. If a by-pass were to be constructed around Nanaimo, which of the following would have the final say on its location:

(a) City of Nanaimo

(b) The improvement districts through which the new highway would run
(c) The B. C. Department of Highways
(d) All of the above would have an equal say in the final decision

(____)

12. To vote on a school referendum (i. e. a money by-law) you must:

(a) Be twenty-one or over and own property in the school district
(b) Be nineteen or over and be a resident of the school district
(c) Have children attending a school in the district
(d) Meet any one of the above three requirements

(____)

13. The Nanaimo Hospital Board is under the direct control of:

(a) The Regional District of Nanaimo
(b) City of Nanaimo
(c) City of Nanaimo and the six surrounding improvement districts
(d) The B. C. Government

(____)

14. Harewood's legal status (i. e. powers and responsibilities) is:

(a) The same as Nanaimo's
(b) Much more restricted than Nanaimo's
(c) More restricted than Departure Bay's
(d) That of an incorporated village like Parksville

(____)

15. If a major sports complex were to be built to serve the whole Nanaimo area, it would come under the control of:

(a) The Regional District of Nanaimo
(b) City of Nanaimo
(c) Nanaimo Parks and Recreation Board
(d) None of these (under the present system)

(____)

16. Which of the following is an elected member of the District 68 School Board?

(a) Gertrude "Happy" Hall

(b) Margaret Fuller
(c) John Hancock
(d) Harley Abbott

(____)

17. The Concerned Citizen's Committee was organized primarily to:

(a) Get more voters out for civic elections
(b) Protest the high rate of unemployment
(c) Block the proposed Clamshell Marina
(d) Press for a better ferry service to Vancouver

(____)

18. In Nanaimo, the Mayor is elected for a term of:

(a) one year
(b) two years
(c) three years
(d) four years

(____)

19. In a municipal election in Nanaimo it is legally possible for a person to vote more than once:

(a) Under no circumstances
(b) If he owns two or more pieces of property with the city
(c) If he owns property in Nanaimo and an outlying Improvement District
(d) If he is the properly designated person by a corporation which pays taxes in Nanaimo and also owns property privately

(____)

20. Assume that a meat packing plant wants to buy a privately owned lot within city limits and set up a slaughter house. If the City Council wished to prevent this they could:

(a) Do nothing about it
(b) Have the land zoned as residential and therefore refuse to give a building permit for other purposes
(c) Prohibit the citizen from selling his land
(d) Seize the citizen's land without any compensation

(____)

21. If the city council decides to widen a street, but to do so must acquire part of a citizen's lot:

(a) The city can expropriate the land (i. e. force the sale at a fixed price)
(b) The citizen can refuse to sell and block the plan
(c) The price for the land is established by a real estate company
(d) The city can take the land without paying anything for it

(____)

22. The Advisory Planning Commission for the City of Nanaimo:

(a) Recommends plans to the City Council
(b) Has full authority to change zoning by-laws
(c) Is composed of the Mayor and two aldermen
(d) Is mainly concerned with promoting industrial expansion in the city

(____)

23. What is the most pressing civic problem facing Nanaimo at this time?

24. In your opinion should City Hall meetings be open to the public?

(a) Always
(b) Never
(c) Seldom
(d) Always but not committee meetings

(____)

25. Indicate a City Hall official with whom you have had contact recently.

26. What was the problem the last time you thought about City Government?

27. What qualifications are most necessary for a person seeking high public office? Number in order of preference.

(a) To hold other minor public offices _____
(b) Publicity _____
(c) Special personal training (speech making) _____
(d) Financial security - good money income _____
(e) Family and business support _____
(f) Other - please list _____

28. Do you think council members should be financially

(a) Modest income
(b) Average income
(c) Above average
(d) Independent (____)

29. Do you think that the council is controlled by:

(a) Powerful individuals
(b) Special interest groups
(c) Fairly free of controls (____)

30. Who do you think is the most influential public official as affecting Nanaimo?

(a) City Clerk ____
(b) Mayor ____
(c) Chairman of the Regional Board ____
(d) MLA ____
(e) Other official (write in position) ____

31. Can you say that any particular group has special interests in influencing city government? Please arrange in order of influence

(a) Religious group ____
(b) Service club ____
(c) Political party ____
(d) Union ____
(e) Professional group ____
(f) Women's group ____
(g) Commercial group ____
(h) Any other group - write in names ____

32. How do you think any of the above groups can influence City Hall?

33. Have City Hall officials done anything lately of which you disapprove and if so, what?

34. What project would you most like to see accomplished in Nanaimo?

35. Would you like to hold a civic office? Which one?

APPENDIX D

GROUP INFLUENCE IN LOCAL GOVERNMENT

1. In reaching your present position in the Civic Government, do you feel that any groups or individuals particularly helped you?

   (a)
   (b)
   (c)

2. Why do you think that they chose you?

3. What issues were at stake about which you had fairly strong feelings at the time of seeking office?

4. How did you prepare yourself for this position?

   Previous offices

   Publicity

   Personal training
   speech

   Obtaining style

   Public service

   Financial security

   Time element to office

   Family support

5. Who convinced you or when did you decide you should seek office, what was influential in convincing you to undertake this position?

6. In the time you have held office, what are five things you feel you have accomplished?

(a) How did you bring these about?

(b) Have you had groups which have asked you to support their cause? What cause, what group?

7. Who do you feel gave you support at this time? Helped the idea to succeed?

Individuals

Groups

8. Do you feel that in seeking office you needed the support or approval of any particular.....

Group

Individual

Funds

Campaign

9. Can you say that belonging to any group has enhanced your public image or usefulness to the office because of contacts or approval of an electorate group?

Group - Religious
Service Club
Political Party
Union
Women's Group
Commercial Group

How useful were any one of these provided by above?

(1) Campaign funds _____
(2) Campaign support _____
(3) Introductions _____
(4) Project help _____

How often do you attend the above organizations?

10. Do you feel you need any continuing support to stay in office?

Yes _____ No _____

Group_____

Individual_____

11. Have you ever felt that any groups or individuals have disapproved of your office holding - _____

or projects undertaken - _____

12. Why do you feel they disapprove of you_____

Of your project_____

13. Has any group been able to defeat your project?

How did they do this?

14. What project or projects would you most like to see accomplished in the city or district in the near future?

15. Do you feel that any citizen can stall, stop or change what he considers negative action by any group in his community?

What tactics should he use?

16. How should a citizen who is observant and conscientious work either alone or in groups to bring about right action (good) in the community?

(a)
(b)
(c)

17. Is there a public office you would like to attain?

If not, why not?

18. If you were to run for an office what is the most pressing problem that would engage your attention if elected?